

PRELIMINARY AND TENTATIVE
INSTRUCTIONS TO FIELD COORDINATING COMMITTEES
RELATIVE TO CONDUCT OF
WATERSHED FLOOD CONTROL SURVEYS AND PRELIMINARY EXAMINATIONS

The Secretary has approved the initiation of surveys on twenty-six watersheds as listed in the attached table. However, because of certain restrictions, surveys will be initiated only on fourteen watersheds at this time. Bureau allotments for these surveys and for related purposes are being transmitted separately.

Two principles have guided the Committee in selecting these watersheds: (1) The definite establishment of a flood control problem on the basis either (a) of preliminary examination reports already submitted, or (b) of Army authorization to conduct flood control operations, and (2) (a) the occurrence of public lands, or (b) soil conservation districts so established, or (c) laws so enacted as to meet the requirements for local participation in construction and maintenance in those portions of the watershed where flood and silt source areas require treatment. An additional consideration in selecting watersheds meeting the above requirements was the possibility of developing a subsequent operation program which would contribute to the alleviation of unemployment.

ORGANIZATION OF SURVEYS AND PRELIMINARY EXAMINATIONS

The permanent type of organization for flood control work within the Department has not yet been formulated. In the interim a modification of the present committee arrangement will be employed in the conduct of the surveys and preliminary examinations. Description and functions of the committees and the organization of the survey projects follow:

Field Coordinating Committee

Surveys and preliminary examinations will be conducted under the general direction and supervision of the Field Coordinating Committees. Duties of the committees will remain as before except as modified below. These committees will consist of the regional representatives of each of the three bureaus concerned, namely, the Regional Conservators of the SCS, the Directors of the Forest Experiment Stations of the FS, and the Regional Directors or the designated representatives of the Land Utilization Divisions of the BAE. The members and chairmen of the committees for the fourteen surveys are shown on the attached list.

The Chairman of the Field Coordinating Committee will be responsible for providing inter-bureau coordination of work on both the surveys and the preliminary examinations, and for facilitating action and progress. He will also be responsible for the clearing of contacts with the Corps of Engineers in his region. In the allotment set up for him is a sufficient sum to meet

all the estimated expenses of the authorized surveys other than salaries of technical personnel assigned from other bureaus. He will therefore be responsible for issuing letters of authorization to all personnel on the survey, for paying all travel expenses for all members of the survey party, and for furnishing all necessary clerical and drafting services, equipment, and other facilities for the other two bureaus.

Field Working Committee

Each Field Coordinating Committee member will designate the man whom he holds responsible for flood surveys to serve on a field working committee.

Each Field Working Committee is a sub-committee of the appropriate Field Coordinating Committee. Each working committee will include the three individuals designated as responsible for the planning phases of flood control activities in their respective regions.

The working committee is to be responsible for interpreting and executing the policies and programs approved by the Field Coordinating Committee; for developing programs and procedures for preliminary examinations and surveys; for supervision of the survey organization and its work plans; for providing facilities, equipment and facilitating personnel required in the operation of surveys; for field inspection; for guiding the preparation of the survey reports; and for preparing preliminary examination reports.

The working committee will consider the personnel needs of the surveys, including the selection of the project leaders, will from time to time make recommendations for the assignment of special technicians, and through proper channels will arrange accordingly for their detail.

Working committee members will function under the general supervision of their respective chiefs. They may represent their respective chiefs on many matters pertaining to flood control activities and may be designated to act for them when the chiefs are unable to participate, as at hearings, etc. Each working committee member will be responsible directly for such work of his bureau as his superior may designate including such activities as outside contacts for the bureau, supervision and inspection of his organization's detailed survey personnel, participation in detailed surveys and reports, preparation of preliminary examination reports, etc. In many cases, he may spend full time on flood control work. In some large regions with large programs where the territory can be divided geographically or where one bureau includes large areas in two or more field committees, it may be necessary for a Field Coordinating Committee member to have two such representatives to make and maintain contact with work in two parts of a region.

The chairman of the Working Committee will be from the same bureau having chairmanship of the Field Coordinating Committee. He will report directly to the chairman of the Field Coordinating Committee. In general, he will be responsible for the proper functioning of his committee in accordance with the committee's duties as outlined above. Individual committee members in the course of their work will make such outside contacts for the committee as are delegated to them. They will also maintain at all times full

contacts with their respective bureaus.

The Working Committee as a group should participate in all surveys insofar as possible and keep in close touch with their progress.

The Working Committee must make provision for regular and frequent meetings to insure proper coordination and maximum accomplishment. It is expected that all members of the Working Committees will be men of broad experience and training. Because of the nature of the work, they should be fully cooperative.

Survey Project Organization

Surveys will usually be conducted by field parties composed of representatives from each of the three bureaus. Common field headquarters will be chosen by the Field Coordinating Committee for each survey within or adjacent to the watershed being surveyed.

Survey Project Leader

Each project will be under the direction of a Project Leader who will be administratively responsible to the Chairman of the Field Working Committee. The project leader will be administrative head of the survey and will be responsible for its proper integration and progress. His duties among others will include the following:

1. Direction and leadership of the survey, including responsibility for maintenance of work schedules; keeping of survey records; correlation of various phases of the work; designation of survey contacts; approval of all vouchers and leave slips; supervision of all office help; arrangements for office space and transportation; arrangements for conferences; and other related items. Although many of the details will be performed by clerical assistants, nevertheless it should be understood that the survey project leader will be responsible for general administration of the field office and members of the field party.

2. Participation in the survey and technical supervision of his bureau assistants.

3. Preparation of the survey report in collaboration with his associates.

Because of the complex nature of the work, the responsibilities involved, and the need for maintaining harmonious relations among all survey personnel, the party leader should be of P-4 calibre.

Survey Project Members

Each survey project will usually have attached to it at least one representative of each of the cooperating bureaus. This will provide a representation of the different techniques and viewpoints necessary to insure the development of well-rounded work plans. These representatives will bear

the same general relation to the survey project leader as the members of the Field Working Committee bear to their Chairman. Thus one individual from each bureau will be the senior representative of his bureau while on the project and all additional personnel detailed from his bureau to the survey will report directly to him. Each such bureau representative will be technically responsible to his own bureau, but will be responsible to the survey project leader for the progress, coordination, and integration of the phases of the work of his bureau. Each senior representative will also collaborate with the survey project leader in preparing the survey reports.

As in the case of the survey project leader, all survey personnel should preferably be selected not only for their technical qualifications but for their ability to cooperate with their fellow workers.

Preparation of Work Plans

Section 7 of the Act of June 28, 1938, authorizes the Department to carry out watershed control operations in correlation with Army projects. An appropriation has been included in the War Department Civil Functions Act of June 11, 1938, to permit the Department of Agriculture to undertake works and measures for run-off and waterflow retardation and soil erosion prevention on watersheds above authorized Army projects, subject to plans to be approved by the Secretary of Agriculture. Congressional approval will generally have to be obtained for operations by Agriculture on specific watersheds where Army projects have not yet been authorized; an exception is the proviso to Section 7 of the Act of June 28, 1938, which authorizes operations on the Rio Grande and Pecos River watersheds. Congress has made this exception in view of the reclamation works on these rivers which may preclude Army operations.

The Army Civil Functions Appropriations Bill (Act of June 11, 1938, Public No. 591) provided 82 millions for flood control, of which 7 millions (3 millions for examinations and surveys and 4 millions for prosecution of watershed works) was earmarked for Agriculture. It is understood, of course, that none of the money appropriated for operations will be released until plans have been submitted and officially approved.

The President in signing this bill addressed a memorandum to the Secretaries of War and Agriculture and to the WPA Administrator in which he said in part: "Will you be good enough to appoint a committee representing War, Agriculture, and WPA to coordinate this work, giving special attention to the employment of as many people as possible from the relief rolls out of the money available for flood control operations."

At the initial meeting of the committee appointed at the President's request, the WPA representative said that it was the desire of the President to relieve WPA rolls and funds wherever possible by the employment of men from those rolls on flood control projects and from flood control funds. Agriculture reported that its surveys were just getting underway, but that next year a number of surveys should be ready, and, if the President and the Congress desires, operations can be widely undertaken by means of non-relief labor employed independently of the WPA and the CCC. The WPA representative

assured Agriculture that it would not be expected to sacrifice at this initial period the efficient and economic planning and development of its flood control operations by undue expenditures for common labor from its limited funds for operations.

While it is clearly understood that Agriculture is not in an immediate position to make a significant contribution to the relief of unemployment, nevertheless in order to make an effective and early contribution, the Field Coordinating Committees are expected to submit plans for operations on selected areas within the designated watersheds for approval by the Secretary. Surveys on the larger watersheds should therefore concentrate initially on such tributary areas of the main watershed as will lend themselves to immediate run-off and waterflow retardation and soil erosion prevention operations contributing to flood control. The suggested operations may be concentrated on selected small tributaries, or particular types of control measures may be spread over a number of tributaries, or a combination of the two may be employed.

In submitting the plans for operations, the following types of information should be included (Reference is made at the end of each paragraph to pertinent sections in the survey outline of April 15, 1938.):

(1) A brief, general statement indicating the nature and extent of the problems on each selected area as related to flood control in the whole basin. This will serve as a justification for the selection of the area or areas for immediate operations. (III B)

(2) Location, extent, and work load in man-days of each of the major types of work to be undertaken, e.g., revegetation, silt detention basins, water impounding dams, water spreading devices, stream bank protection, channel cleaning, gully control, etc. Wherever possible, summarize information in table and map form. (IV A,1,a)

(3) Brief summary or general appraisal of expected local benefits in terms of alleviation of flood damage. (IV A,1,a)

(4) Availability and adaptability of one or more of the following types of labor: (a) force account labor taken from local relief rolls but employed full time at prevailing wage rates, (b) WPA labor (such WPA labor would have to be obtained as a locally sponsored project), and (c) CCC labor. Indicate availability and location of all CCC Camps, using agency, character of operations program now underway by each camp, and also indicate possibility of developing a WPA program. (This and the two following paragraphs are not directly related to any given section of the survey outline.)

(5). (a) Estimated number of man days required to carry out recombination operations by type or types of labor, as follows:

	Force Account	WPA	CCC	Total
Man Days				

- (b) Estimated cost of recommended operations broken down on the basis of whatever type or combination of above types of labor is proposed, as follows:

Item	Cost by Type of Labor			
	Force Account	WIA	CCC	Total
Wages		xxx	xxx	
Transportation of Labor				
Housing of Labor				
Equipment & Materials ^{1/} (Indicate if rented or purchased.)				
Rents, Maintenance of Equipment, etc.				
Technical Supervision				
Administration				
Total				
^{1/} Every effort should be made to utilize equipment already on hand.				

(6) Indications as to likelihood of maintenance requirements being met in accordance with Section 4 of the Act of August 28, 1937, modifying Section 3 of the 1936 Act. Refer to any State enabling legislation which might qualify under Section 4 of the Act.

This does not mean that surveys should be limited entirely to the portions selected for immediate operations. On the contrary, the survey should continue until the entire watershed or the authorized portions thereof have been covered.

PRELIMINARY EXAMINATIONS

In view of the assignment of detailed surveys it is evident that preliminary examinations in most regions will not occupy as important a position this year as they have had in the past. The first job obviously will be to get started on the surveys immediately. A list of watersheds will be sent out shortly to guide the field in making such preliminary examinations as in the opinion of the Washington Committee deserve high priority.

No preliminary examination will be required of watersheds listed for immediate survey even though a number of them have not yet been reported upon. Preliminary examinations not on the attached list but already well

underway should be completed if the Field Coordinating Committee considers it necessary. It is expected that in those regions having a heavy survey program it may be necessary to suspend temporarily action on preliminary examinations and the committee chairman should report this fact to Washington. Watersheds not listed which the Field Coordinating Committee considers as having exceptional problems should be called to the attention of the Washington Committee for consideration.

Types of Reports

In light of new legislation, it will be unnecessary to follow the present preliminary examination report outline on all watersheds.

Preliminary examination reports in the future will be of two types: (1) a very brief simple report, and (2) the regular report (See instructions of April 1, 1938 for preliminary examination reports.):

(1) On watersheds where the flood control problem has already been established by virtue of Congressional authorization to the Army to undertake operations projects, only a simple, brief report with maps needs to be submitted, provided of course that the watersheds concerned are definitely and materially contributing to the flood problem on the main stream covered by the Army project. Although this applies chiefly to watersheds small enough in area to be covered reasonably by one survey project, it may also apply to larger watersheds for the purpose of indicating the priority of surveys on individual tributaries. The report in such instances will simply indicate the location and character of flood contributing tributaries and of flood and silt source areas and furnish estimates of cost and recommendations as to priorities of surveys.

(2) On watersheds where the Army has not yet been authorized to undertake operations, the revised preliminary examination report outline (April 1, 1938) should be followed. Preliminary examinations of the "regular type" should serve two major purposes: (a) recommend for or against a survey on a given tributary or group of tributaries of a given watershed based on the significance of the flood problem and the opportunities for the Department to contribute to its alleviation, and (b) establish a basis for determining survey priorities.

ALLOTMENTS

Specific instructions on the matter of allotments will be transmitted by the respective bureaus. Any additional allotment requests will have to be fully justified and approved by the Field Coordinating Committee in a special detailed memorandum to the Washington Committee transmitted through appropriate bureau channels.

In making up the total allotments, the Washington Committee has endeavored to provide sufficient funds for the bureau assigned leadership for a given survey to cover all expenses of the survey except salaries of the assigned personnel from other bureaus. Expenses include office space, clerical and drafting assistance, per diem and transportation expenses of

the field party, moving expenses of personnel assigned to surveys whose headquarters have been officially changed, purchases of equipment, etc., etc. The salaries of technical personnel assigned from participating bureaus will in every instance be paid from the funds allotted to the bureau from which they are assigned. Both salary and expenses of regional office flood control supervisory personnel as well as of all the personnel engaged in making preliminary examinations, will be paid by the separate bureaus. Expenses of specialists detailed temporarily by any bureau will be paid from the funds allotted to that bureau and not from survey funds. The costs of such assignment will be charged on the books to the survey.

Per Diem

The Washington Committee is making no recommendation as to the rate of per diem except that a schedule of rates applying equitably to all survey personnel should be established by the Field Coordinating Committee for each survey project keeping in mind such features as the size of town, length of time spent in one place, etc. Furthermore, consideration should be given to the per diem rates and regulations followed by the regional office of the bureau having chairmanship over a given survey.

Per diem rates for personnel not on survey projects, as for example members of the Field Working Committees and other personnel engaged on preliminary examinations, will be determined separately by each bureau.

Mileage rates for personally owned cars will also be established on a uniform basis.

Inspection Costs

Field Working Committees and their assistants may be paid from flood control survey funds. Inspection by personnel not engaged in flood control work cannot be paid out of flood control funds, but must be financed from funds under which they regularly operate.

Equipment

All equipment purchased for a survey will be acquired through the bureau having responsibility. All non-expendable equipment will be charged by this bureau to the party chief and in turn charged to the individual using it. All such property will be inventoried both at the beginning and end of the survey to establish a basis for the proper charges.

All property purchased from flood control funds should be properly identified, inventoried separately, and subject to transfer on completion of need.

Purchases of items of equipment (in excess of \$100) should be subject to prior approval of the Field Working Committee. Expensive articles of equipment (such as transits, levels, cameras, etc., etc.) must be approved by the Field Coordinating Committee. Great care must be taken to insure lowest prices for such equipment, and clearance must be had of the Washington

Committee for any unusual purchase. It is expected that in most cases it will be possible to obtain much equipment from existing agencies through loan.

Passenger Cars

Allotments for passenger cars (including station wagons) are not included in the amounts allocated to the field for surveys and examinations. Instead, purchase funds have been set up in Washington. All non-passenger carrying cars must be purchased from field allotments. Requests for passenger cars needed for surveys should be made by the Field Coordinating Committee in accordance with the local needs on the specific survey and on a positive showing of need. Such cars (passenger or others) will be carried on the inventory of the bureau having chairmanship as "flood control cars."

Cars needed by the regional headquarters' personnel (members of the Field Working Committees) not assigned to surveys will be requisitioned separately by the respective bureaus.

The Appropriations Act limits the total expenditure for passenger carrying cars. It is extremely important that the number of cars requested be held down to the very minimum needed to conduct field work. Wherever possible, cars available elsewhere in the bureaus should be used in preference to the purchase of new cars.

Aerial Photographs

A special fund has been set up in Washington to cover the cost of obtaining aerial photographs of the critical areas within the watersheds listed for surveys. Requisitions have already been made for some of these photographs. In some cases procurement will be delayed by the fact that the areas or portions thereof have not as yet been flown. Requests for photographs should be made through the Field Coordinating Committee chairman as promptly as possible. Designate on maps the critical areas for which photographs are desired. A corrected monthly map of areas covered by air-photos will be sent you currently.

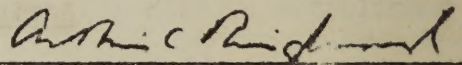
ADDITIONAL INSTRUCTIONS

The Washington Committee will prepare further suggestions for the conduct of surveys taking into consideration the comments and criticisms of the present (April 15) survey outline. Lack of this, however, should not delay initiation of field work, which should go ahead as rapidly as arrangements can be made. In the meantime, additional comments, criticisms, and suggestions regarding the outlines and procedures for surveys and preliminary examinations will be welcomed. Comments should be sent through regular bureau channels through which they will be called to the attention of the Washington Committee.

The Washington Committee desires to be informed of scheduled Field Coordinating Committee meetings dealing with important policy matters and; when major sessions are being held, will try to attend or to have representation. It will also want to keep informed of survey plans and progress, and will supply forms for submission of reports at regular intervals. Sectional conferences with Field Coordinating Committee groups will be arranged in the near future to review the instructions in more detail, discuss procedures and cooperative relationships, and, in general, provide the field with a more adequate background.

As the work gets underway representatives of the Washington Committee will also endeavor to meet with the Field Working Committees and with the survey groups themselves to go over their problems on the ground. This procedure will provide a medium for the exchange of ideas among survey groups in the several regions, help to clarify instructions and policies and bring information of value to the field groups. Such interchange of thought is highly essential in view of the complex problems involved, the variety of viewpoints represented, and the need for mutuality of effort in the development of a unified program.

Approved by Flood Control Coordinating Committee.


A. C. Ringland, Chairman.

WATERSHEDS AUTHORIZED FOR SURVEYS

(OMNIBUS FLOOD CONTROL ACT OF 1936, AS AMENDED)

Merrimack	Tallahatchie (excludes Yacona River)	Washita
Connecticut	Muskingum	Salt Fork of Arkansas
Upper Susquehanna	Ouachita (above Camden, Arkansas)	S. Canadian (Above Conchas Dam)
Codorus Creek (Pa.)	Trinity	Upper Rio Grande
Youghiogheny	St. Francis (above Wappa- pello Dam)	Upper Gila (including Queen Creek)
Crooked Creek (Pa.)	Kaskaskia	Los Angeles Group (Los Angeles, San Gabriel, and Santa Ana)
Buffalo Creek (N.Y.)	Kickapoo	
New River (Above Blue- stone Dam)	Wolf Creek of N. Canadi- an River	Willamette
Coosa (Above Rome)	Fountain Creek	Boise

WATERSHEDS FOR WHICH FUNDS HAVE BEEN RELEASED FOR IMMEDIATE SURVEY

Watershed	Field Coordinating Committee		
	Chairman	Member	Member
Merrimack	C.E.Behre, F.S.	J.P.Jones, S.C.S.	L.A.Salter, B.A.E.
Buffalo Crk.	J.P.Jones, S.C.S.	C.E.Behre, F.S.	L.A.Salter, B.A.E.
Youghiogheny	J.P.Jones, S.C.S.	R.D.Forbes, F.S.	L.A.Salter, B.A.E.
Coosa	T.S.Buie, S.C.S.	R.E.McArdle, F.S.	W.A.Hartman, B.A.E.
Tallahatchie	E.L.Demmon, F.S.	T.S.Buie, S.C.S.	Glenn Briggs, Acting, BAE
Muskingum	J.S.Cutler, S.C.S.	R.K.Day, Acting, F.S.	G.E.Young, B.A.E.
Kickapoo	Raphael Zon, F.S.	R.H.Musser, S.C.S.	G.E.Young, B.A.E.
St. Francis	R.K.Day, Acting, F.S.	R.H.Musser, S.C.S.	G.E.Young, B.A.E.
Trinity	L.P.Merrill, S.C.S.	E.L.Demmon, F.S.	Glenn Briggs, Acting, BAE
Fountain Creek	H.H.Finnell, S.C.S.	C.A.Connaughton, F.S.	J.C.Foster, B.A.E.
Washita	A.E.Jones, S.C.S.	C.A.Connaughton, F.S.	Glenn Briggs, Acting, BAE
Los Angeles	E.I.Kotok, F.S.	H.E.Reddick, S.C.S.	E.E.Wilson, B.A.E.
Boise	Reed Bailey, F.S.	W.A.Rockie, S.C.S.	E.E.Wilson, B.A.E.
Upper Gila	H.G.Calkins, S.C.S.	Arthur Upson, F.S.	E.E.Wilson, B.A.E.